

Message Text

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TO USDEL SECRETARY IMMEDIATE

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CHEROKEE FOR THE SECRETARY FROM EAGLEBURGER

E.O. 11652: GDS

TAGS: OVIP(KISSINGER, HENRY A.), OGEN

SUBJECT: LEADERSHIP IN THE DEPARTMENT

1. SEVERAL DAYS AGO BOB SAYRE AND I HAD A DISCUSSION ABOUT "LEADERSHIP" (OR THE LACK OF IT) IN THE FOREIGN SERVICE. SAYRE HAS NOW SENT ME A MEMO WHICH I REPEAT IN ITS ENTIRETY BECAUSE I THINK YOU WILL FIND IT INTERESTING.

2. I AM NOT SURE MUCH CAN BE DONE BY YOU OR ME ON THE PROBLEM. BUT A KICK IN THE TAIL FROM YOU, AND FOLLOW-UP BY ME MIGHT BE WORTH A TRY.

3. BEGIN TEXT THE OTHER DAY YOU OBSERVED THAT THERE IS CONSIDERABLE DOUBT ABOUT THE RESPONSIBILITIES OF AN AMBASSADOR. I WOULD ADD THAT THERE IS ALSO QUESTIONING BELOW THAT ABOUT WHAT THE FOREIGN SERVICE IS ALL ABOUT.

4. IT IS SOMEWHAT PARADOXICAL THAT AFTER THE DEPARTMENT
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FINALLY SUCCEEDED IN GETTING LEGISLATION (22 USC 2860A)

DEFINING THE RESPONSIBILITIES OF CHIEFS OF MISSION, THERE SHOULD BE AN IDENTITY CRISIS. AS YOU ARE AWARE FROM INSPECTION REPORTS, AMBASSADORS ARE RELUCTANT TO ASSERT THEIR AUTHORITY. THIS RELUCTANCE WAS ALSO NOTED IN THE SENATE SELECT COMMITTEE'S REPORT ON INTELLIGENCE WITH THE RELUCTANCE ATTRIBUTED TO THE LACK OF WRITTEN REGULATIONS. I AM NOT ENAMORED WITH THE IDEA OF WRITTEN REGULATIONS BECAUSE WE HAVE FOUND ENOUGH CASES OF AMBASSADORS WHO ARE OCCUPYING THE GROUND TO INDICATE THAT THE LACK OF REGULATIONS IS NOT A REAL IMPEDIMENT TO DOING THE JOB.

5. BUT I HAVE FOUND ONE PROBLEM IN OUR RESPONSIBILITY FOR LEADERSHIP OF THE FOREIGN AFFAIRS COMMUNITY THAT BOTHERS ME AND, I THINK, GOES TO YOUR POINT THAT AMBASSADORS REALLY ARE NOT CERTAIN WHAT THEY ARE TO DO. IN THE INSPECTION OF EUR WE FOUND THAT THE INTERDEPARTMENTAL GROUP HAD NOT MET IN THE MEMORY OF THOSE RESPONSIBLE FOR ITS OPERATION. ONLY ONE OR TWO OFFICE DIRECTORS MET REGULARLY WITH THEIR COLLEAGUES IN OTHER AGENCIES. THE INSPECTION OF THE BUREAU OF EAST ASIAN AFFAIRS DISCLOSED A SOMEWHAT SIMILAR SITUATION. I SUSPECT THAT WE WOULD FIND ABOUT THE SAME IN AF AND NEA. I HAVE THE IMPRESSION THAT ARA DOES A BETTER JOB. MY POINT IS NOT THAT THE IG'S DO NOT MEET, BUT THAT ASSISTANT SECRETARIES DO NOT SEEM TO HAVE ANY SYSTEMATIC ARRANGEMENT FOR CONSULTING WITH THEIR COLLEAGUES ON UPCOMING FOREIGN POLICY ISSUES, IN ORDER TO IDENTIFY AND WORK ON INTERAGENCY DIFFERENCES BEFORE THE EVENT AND DEVELOP SUPPORT FOR THE DIRECTIONS THAT THE DEPARTMENT WANTS TO TAKE. THEY DO, OF COURSE, CONSULT REGULARLY ON A BILATERAL BASIS ON CURRENT ISSUES, BUT I DID NOT FIND ANY FEELING IN OTHER AGENCIES THAT ASSISTANT SECRETARIES ARE TAKING THE INITIATIVE TO DEVELOP A CONSENSUS ON FOREIGN POLICY ISSUES THAT ARE JUST DOWN THE ROAD A FEW MONTHS. BOB ELLSWORTH WAS MOST EXPLICIT TO ME ON THIS AND YOU MAY WANT TO TALK TO HIM. EVEN MAKING ALLOWANCES FOR THE DESIRE OF THE DEPARTMENT OF DEFENSE TO DO EXTENSIVE PLANNING, I THINK THAT ELLSWORTH HAS A POINT.

6. I ACCEPT THAT PROVIDING LEADERSHIP IS A CHORE. IT WILL TAKE TIME. BUT IF THE DEPARTMENT IS TO BE AT THE CENTER

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OF THE FOREIGN POLICY PROCESS THEN ASSISTANT SECRETARIES SHOULD TAKE THE TIME TO SIT DOWN WITH THEIR COLLEAGUES ABOUT ONCE A QUARTER TO REVIEW THE SITUATION, TO DISCUSS A FEW KEY ISSUES THAT MAY BE JUST OVER THE HORIZON AND SOLICIT VIEWS AND COMMENTS. COUNTRY DIRECTORS SHOULD DO IT AT LEAST ONCE A MONTH.

7. THEN THERE IS THE PROBLEM BETWEEN WASHINGTON AND THE

FIELD. AMBASSADORS ARE NOT KEPT WELL INFORMED BY THEIR COUNTRY DIRECTORS. WE FOUND IN EUR THAT ART HARTMAN DID HAVE ACCESS TO NEEDED INFORMATION AND HIS LOWER ECHELONS THOUGHT THAT THEY HAD WHAT THEY NEEDED TO KNOW. BUT THEN THEY COMMITTED THE SAME OFFENSE FOR WHICH THEY HAD BEEN CRITICIZING THE SEVENTH FLOOR; THEY DID NOT KEEP THE

AMBASSADOR INFORMED. THIS IS NOT A NEW PROBLEM. I HAD IT IN BOTH URUGUAY AND PANAMA. IT TAKES EFFORT TO KEEP IN MIND THAT THE FIELD ALSO WANTS TO KNOW. ONE OF MY SENIOR INSPECTORS (TERRY ARNOLD) SUGGESTED TO ME THIS WEEK THAT WE CONSIDER DEVISING A SYSTEM IN WHICH ASSISTANT SECRETARIES CAN COMMUNICATE WITH AMBASSADORS WITH OFFICIAL-INFORMAL CABLES. IT TAKES FOUR WEEKS FOR AN OFFICIAL-INFORMAL LETTER TO REACH AFRICA. I THINK THAT WE SHOULD EXPLORE THE IDEA.

8. IN SUM, MY POINT IS THAT THE RESPONSIBILITIES OF AMBASSADORS AND ASSISTANT SECRETARIES ARE QUITE CLEAR BUT IT IS ALSO QUITE CLEAR THAT FOR ONE REASON OR ANOTHER NOT ENOUGH OF THEM ARE RISING TO THE HORIZONS OF THEIR RESPONSIBILITIES. ESPECIALLY, THEY DO NOT ACCEPT SUFFICIENTLY THE RESPONSIBILITY FOR DISCUSSING WITH OTHER AGENCIES UPCOMING FOREIGN POLICY ISSUES AND RESOLVING DOMESTIC-FOREIGN CONFLICTS. MY SUGGESTION IS THAT THE SECRETARY TAKE ONE OF HIS STAFF MEETINGS TO DISCUSS THE RESPONSIBILITY THE DEPARTMENT HAS FOR LEADERSHIP IN THE FOREIGN AFFAIRS COMMUNITY AND URGE A MORE CONCERTED EFFORT TO TAKE THE DOMESTIC AGENCIES WITH FOREIGN AFFAIRS INTERESTS INTO OUR CONFIDENCE, ESPECIALLY ON THE PROBLEMS WE SEE OVER THE HORIZON. END TEXT SISCO

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